BEFORE THE ARIZONA CORPORATION COMMISSION

KRISTIN K. MAYES 2 Chairman GARY PIERCE 3 Commissioner 4 PAUL NEWMAN Commissioner SANDRA D. KENNEDY 5 Commissioner **BOB STUMP** 6 Commissioner 7

IN THE MATTER OF SOLARCITY

THAT WHEN IT PROVIDES SOLAR SERVICE TO ARIZONA SCHOOLS,

GOVERNMENTS. AND NON-PROFIT ENTITIES IT IS NOT ACTING AS A

PUBLIC SERVICE CORPORATION

CORPORATION FOR A DETERMINATION

Arizona Corporation Commission DOCKETED

SEP 17 2009

DOCKETED BY	
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ORDER

DOCKET NO. E-20690A-09-0346

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PURSUANT TO ART. 15, SECTION 2 OF 12 THE ARIZONA CONSTITUTION 13

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Open Meeting August 25 and 26, 2009 Phoenix, Arizona

BY THE COMMISSION:

FINDINGS OF FACT

BACKGROUND

On July 2, 2009, SolarCity Corporation ("SolarCity" or "Company") filed with the Arizona Corporation Commission ("Commission") an application for a determination that it is not acting as a public service corporation when it provides certain specific solar electric services to Arizona schools, governments, and non-profit entities ("Application"). The Application requests expedited consideration of two specific Solar Service Agreements ("SSAs" or "Agreements") that it has entered with the Scottsdale Unified School District ("School District"). The affected schools are Coronado High School, which is located at 2501 North 74th Street in Scottsdale, and Desert Mountain High School, located at 12575 East Via Linda in Scottsdale. Coronado High School is located within the Salt River Project ("SRP") service territory. Desert Mountain High School is located within the Arizona Public Service Company ("APS") service territory.

- 2. SolarCity stated in its Application that expedited consideration is necessary to allow Arizona to maximize its allocation of federal stimulus funding under the American Reinvestment and Recovery Act and to maximize available federal tax incentives, one of which expires this year.
- 3. On July 16, 2009, a procedural conference was held to discuss processing the Application. Appearing at the Procedural Conference were the following entities: SolarCity, Arizona Public Service Company ("APS"), Salt River Project ("SRP"), Tucson Electric Power Company, UNS Electric, Navopache Electric Cooperative, Inc., Mohave Electric Cooperative, Inc., Freeport-McMoRan, Arizonans for Electric Choice & Competition, Residential Utility Consumer Office, and Commission Utilities Division Staff ("Staff").
- 4. At the Procedural Conference, there was general agreement among the parties that an adjudication process usually requires the development of a factual record. The determination of whether SolarCity is a public service corporation will likely require an evidentiary hearing in order for the Commission to have an adequate record upon which to base its Decision. At the Procedural Conference, the possibility of a more streamlined form of regulation was also discussed for entities such as SolarCity should it be found to be acting as a Public Service Corporation.
- 5. In order to allow SolarCity to take advantage of federal stimulus funding, Staff proposed a two-part procedure for processing the Application. This procedure would allow the Commission to issue "preliminary relief" through a Commission Decision by the August Open Meeting. The first step of Staff's proposed procedure involves review and evaluation of the Agreements as special contracts ("Track 1") for the purpose of positioning the Company to move forward pending the completion of an adjudication proceeding.
- 6. The adjudication proceeding ("Track 2") would be the second step of the proposed procedure. The adjudication proceeding would be designed to address SolarCity's arguments that it is not acting as a Public Service Corporation with respect to its provision of service to the School District.
- 7. This bifurcated procedure is meant not only to provide a means by which SolarCity can proceed with the projects identified in the Application, but also to allow an adequate evidentiary record for consideration of the issue of whether SolarCity is acting as a public service

corporation through Track 2. Staff proposed that Track 1 (evaluation of the agreements as special contracts) occur without prejudice to whatever position SolarCity, Staff, or any other party would choose to take in the adjudication proceeding.

- 8. The parties appearing at the Procedural Conference generally supported Staff's proposed Track 1 and Track 2 process as long as the Commission's approval of the two SSAs as special contracts is without prejudice to consideration of Track 2 issues.
- 9. Staff's bifurcated procedural proposal was adopted in the Procedural Order of July 22, 2009. The Procedural Order requires Staff to file a staff report that includes an evaluation of the two solar service agreements that SolarCity has entered with the School District, and a recommendation to the Commission for action thereon.
- 10. For Track 2, the Procedural Order established a procedural schedule for the filing of testimony and an evidentiary hearing on the issues raised by the Application.¹
- 11. Staff's evaluation of this matter in its August 14, 2009 Memorandum, addresses the issues raised in Track 1 of this proceeding, and is limited to an analysis and recommendation concerning the two SSAs entered between SolarCity and the Scottsdale Unified School District for the Coronado High School and Desert Mountain High School projects.
- B. STAFF ANALYSIS SOLARCITY SSAS WITH SCOTTSDALE UNIFIED SCHOOL DISTRICT

General Provisions Relating to Both SSAs

- 12. SolarCity and the Scottsdale Unified School District have entered into two SSAs for the Coronado High School and Desert Mountain High School projects. The following provisions are common to both SSAs or projects.
- 13. The costs to provide and install the photovoltaic ("PV") systems would be borne by SolarCity, and the School District would receive energy produced by the systems for a period of fifteen years at a contract rate of \$0.11 per kWh. SolarCity would retain ownership of the PV equipment.

¹ This is consistent with Staff's request that SolarCity submit prefiled testimony, which was not provided with its Application. It is SolarCity's burden to support the factual allegations that are made in the Application.

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- The \$0.11 per kWh rate is subject to modification should anticipated SRP or APS rebates change or become unavailable. The Agreements assume a rebate from SRP of \$2.50 per Watt (Coronado) and \$0.187 per kWh from APS (Desert Mountain). Should the actual rebate be lower than anticipated, the contract price would be adjusted pro-rata to reflect the actual rebate received. Should such a change occur as a result of a different-than-anticipated rebate, the School District has the right to terminate the Agreement if it does not accept the rate adjustment.
- 15. The School District has communicated to Staff that, if the contract rate exceeds \$0.11 per kWh, it will exercise the right to terminate the agreement.
- 16. At the end of the fifteen-year contract period, the School District will have an option to purchase the system at the higher of the specified contract price or fair market value. Alternatively, the School District can ask that the equipment be removed.
- 17. The SSAs include provisions for termination of the Agreements by either party under certain circumstances. As mentioned previously, should the contract price adjust as a result of different than expected rebates, the School District may terminate the Agreement(s). The contracts may also be terminated as a result of Default Events that include, but are not limited to, failure to perform Material Obligations or by failure to make payment.

Desert Mountain High School (APS Service Territory)

- 18. The SSA for Desert Mountain High School specifies the installation of a 968 kW PV system to generate a part of its electric load.
- 19. Desert Mountain High School currently purchases its electric power from APS under the APS E-32 rate schedule. The School District has communicated to Staff that, after installing the PV equipment, Desert Mountain High School will continue to be served under APS' E-32 tariff for energy not supplied to the school by the PV system. Based on Staff's review of APS' tariffs, it appears that after installation of PV equipment, Desert Mountain High School would be on the APS EPR-6 (Net Metering) tariff once it is approved. Schedule EPR-6 specifies that billing shall occur in accordance with the applicable Standard Retail Rate Schedule, which is presently E-32.

The APS E-32 rates for customers with greater than 20 kW demand taking 20. secondary service are currently as follows:

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Basic Service Charge

\$1.134 per day

Per kW charges

\$8.477 per kW for the first 100 kW plus \$4.509 per kW for all additional kW

Per kWh charges

\$0.09115 per kWh for the first 200 kWh per kW, plus \$0.05330 per kWh for all additional kWh during the months of May through October

\$0.07613 per kWh for the first 200 kWh per kW, plus \$0.03828 per kWh for all additional kWh during the months of November through April

The \$0.11 per kWh rate is subject to change should the APS rebate change or 21. become unavailable. The Agreements assume a rebate of \$0.187 per kWh from APS (Desert Mountain). According to SolarCity, under the Desert Mountain SSA, the contract price will be based upon the initial APS rebate, and that price locks in and is not thereafter contingent upon future availability of rebates. Should the actual rebate be lower than anticipated, the contract price would be adjusted pro-rata to reflect the actual rebate received. The following tables illustrate the indices that may be used as a guide in determining the new contract price that would result should the APS rebate change or become unavailable. Table I data is based on an APS rebate payment made over 15 years. Table II data is based on an APS rebate payment made over 10 years. A variety of APS rebate indices with other payment timelines and respective rates could potentially be made available and it is not known at this time what alternative rebate plans may actually be available should the presumed rebates of \$0.187 per kWh for 15 years not come to fruition.

The contract does not determine in advance every rate that could be charged to the 22. School District based on the various APS rebate possibilities. These tables contain indices that represent the pricing options that SolarCity believes are the most likely alternatives.

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Table	I
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Incentive from APS (per kWh)	\$0.20	\$0.187	\$0.15	\$0.125	\$0.10
Price to School District (per kWh)	\$0.097	\$0.11	\$0.15	\$0.175	\$0.20

Table II

Rate options based on APS rebates made over 10 year period.

Incentive from APS (per kWh)	\$0.25	\$0.225	\$0.20	\$0.175	\$0.15
Price to School District (per kWh)	\$0.11	\$0.136	\$0.16	\$0.185	\$0.21

- 23. Increments between the figures should be calculated assuming a linear mathematical relationship between each increment.
- 24. Should such a change occur as a result of a different-than-anticipated rebate, the School District has the right to terminate the Agreement if it does not accept the pro-rata adjustment.
- 25. The School District has communicated to Staff that, if the contract level exceeds \$0.11 per kWh, it will exercise its right to terminate the Agreement.
- 26. The School District provided Staff with information from its cost-benefit analysis of the Desert Mountain High School SSA. The information provided included an analysis of the costs and benefits that would occur at Desert Mountain High School. The School District's analysis demonstrates savings beginning in the first year of operation of the solar facilities and continuing throughout a fifteen-year period.
- 27. Staff also conducted a cost-benefit analysis of the installation of the proposed solar facility for Desert Mountain High School based on the \$0.11 per kWh SSA rate and also found that benefits exceeded costs. Staff's cost-benefit analysis of the Desert Mountain High School SSA calculated that it would yield a cost-benefit up to a rate of \$0.1424 per kWh, based on a one calendar year analysis. Based on Staff's understanding of the pro-rata methodology that would be used to calculate an adjusted contract rate for Desert Mountain High School, a \$0.1424 per kWh rate would apply should the APS rebate change from the anticipated \$0.187 per kWh level to \$0.157 per kWh under a 15 year rebate payment plan (Table I).

- 28. Under a 10 year rebate payment plan (Table II), a \$0.1424 per kWh rate would apply should the APS rebate change from the anticipated \$0.187 per kWh level to \$0.218 per kWh.
- 29. SolarCity also provided Staff with a cost-benefit analysis of the Desert Mountain High School SSA. Both of these analyses differ from Staff's in that they are multi-year rather than single-year analyses. Results of the SolarCity analysis are included as Attachment A to the Staff memorandum. The SolarCity analysis of Desert Mountain High School is a 26-year analysis. It calculates savings in every year following the first year. It calculates positive total net savings.
- 30. Results of the School District's cost-benefit analyses for the Desert Mountain High School SSA are included as Attachment B to the Staff memorandum. The School District's cost-benefit analysis for the Desert Mountain High School SSA is a fifteen-year analysis. It calculates savings in each of the fifteen years and positive total net savings. Attachment C to the Staff memorandum contains results of a cost-benefit analysis for the Desert Mountain High School SSA performed by an outside consultant for the School District. This analysis calculates system payback after the eighth year and positive total net savings. Attachment D to the Staff Memorandum contains results of a cost-benefit analysis performed by Staff for the Desert Mountain High School SSA. Staff's cost-benefit analysis calculates savings in each month of a calendar year and a positive total net savings for the calendar year.
- 31. In consideration of all of the information received by Staff in its analysis, Staff believes that a rate of \$0.11 per kWh is just and reasonable and should be approved by the Commission.

Coronado High School (SRP Service Territory)

- 32. The SSA for Coronado High School specifies the installation of a 399.6 kW photovoltaic ("PV") system to generate a part of its electric load.
- 33. As discussed above, the School District has communicated to Staff that it expects that after installing the PV equipment, Coronado will continue to be served under SRP's E-32 tariff for energy not supplied to the school by the PV system. Based on Staff's review of SRP's tariffs, it appears that, after installation of PV equipment, Coronado High School would remain on

SRP's E-32 rate schedule, but that a Solar Net Metering Rider would also apply in order to determine the treatment of any energy generated in excess of Coronado High School's own need.

- 34. Coronado High School currently purchases all of its electric power from SRP under three rate schedules: E-61, E-32, and E-36. These rate schedules apply to three separate meters associated with the school.
 - 35. The SRP E-61 rates are currently as follows:

Monthly Serv \$377.75	ice Charge	Monthly Facilities Charge \$2.35 per kW
Per kWh char	<u>ges</u>	
Summer		
On-Peak	Shoulder-Peak	Off-Peak
\$0.1171	\$0.0882	\$0.0440
Summer Peak		
On-Peak	Shoulder-Peak	Off-Peak
\$0.1578	\$0.0889	\$0.0487
Winter		

36. Summer is defined as May 1 through June 30 and September 1 through October 31. Summer Peak is defined as July 1 through August 31. Winter is defined as November 1 through April 30.

Off-Peak

\$0.0392

37. The SRP E-32 rates are currently as follows:

Shoulder-Peak

\$0.0760

Monthly Service Charge	Monthly Price Per Meter for Meter Cost
\$15.04	Demand \$4.42
•	CT/PT \$10.50

Per kW charges

On-Peak

\$0.0999

Summer	Summer Peak	Winter
\$4.05	\$4.05	\$2.34

1		Per kWh charges					
2		Summer					
3		On-Peak \$0.1391	Should \$0.096	er-Peak	Off-Peak \$0.0513		
4		\$0.1391	\$U.U7U	1	\$0.0515		
5		Summer Peak On-Peak		er-Peak	Off-Peak		
		\$0.1586	\$0.102		0.0575		
6		Winter					
7		On-Peak	_	er-Peak	Off-Peak		
8		\$0.1276	\$0.094		\$0.0512		
9	38.	Summer is 6	defined	as the May,	June, Septemb	per and October billing cycles.	
10	Summer Peak	is defined as t	the July	and August bi	lling cycles. W	inter is defined as the November	
11	through April	billing cycles.				,	
12	39.	The SRP E-30	6 rates a	re currently as	follows:		
13						er for Meter Cost	
14		\$12.47			Demand \$4.42 CT/PT \$10.50		
15		Per kW charges					
16		Summer	Summ	er Peak	Winter		
17		\$4.05	\$4.05		\$2.34		
18		Per kWh char	rges				
19		Summer					
20		First 350 kW \$0.0873	h	Next 180 \$0.0873	Next 155 \$0.0770	All add'l \$0.0567	
21		Summer Peal	اج				
22		First 350 kW		Next 180	Next 155	All add'l	
23		\$0.1049		\$0.1049	\$0.0888	\$0.0647	
24		Winter	_		N 155	A 31 - 1 191	
25		First 350 kW \$0.0758	h	Next 180 \$0.0758	Next 155 \$0.0686	All add'l \$0.0529	
	40		1.61		Juna Cantami	per and October hilling cycles	
26	40.					per and October billing cycles.	
27							
28	through Apri	l billing cycles.	•				

41. The \$0.11 per kWh rate is subject to change should SRP rebates change or not become available. The Agreement assumes a rebate from SRP of \$2.50 per Watt that would be paid in a single payment up-front. According to SolarCity, under the Coronado SSA, the contract price is based upon the initial SRP rebate, and that price locks in and is not thereafter contingent upon future availability of rebates. Should the actual rebate be lower than anticipated, the contract price would be adjusted pro-rata to reflect the actual rebate received. The following table illustrates an index that would be used as a guide in determination of the new contract price that would result should SRP rebates change or not become available:

Table III

Up-Front Incentive from SRP (per Watt)	\$2.25	\$2.00	\$1.75	\$1.50	\$ 1.25
Price to School District (per kWh)	\$0.11	\$0.14	\$0.17	\$0.20	\$0.232

- 42. Increments between the figures should be calculated assuming a linear mathematical relationship between each increment.
- 43. This index does not illustrate prices above \$0.232 as SolarCity finds that the SSA is not profitable to SolarCity beyond that point.
- 44. Should a change occur as a result of a different-than-anticipated rebate, the School District has the right to terminate the Agreement if it does not accept the pro-rata adjustment.
- 45. The School District has communicated to Staff that, if the contract level exceeds \$0.11 per kWh, it will exercise its right to terminate the Agreement.
- 46. Based on Staff's analysis, Staff concludes that the School District would no longer realize a cost-benefit at any point higher than a price to Coronado High School of \$0.1424 kWh. This price corresponds to an SRP rebate of \$1.98 per kW. In other words, should the SRP rebate be lower than \$1.98, the kWh price to Coronado High School would rise to a price level higher than \$0.1424 per kWh and at that level would no longer be cost-beneficial to Coronado High School. This \$0.1424 threshold was determined by Staff based on its cost-benefit analysis of Desert Mountain High School. Staff did not conduct a similar cost-benefit analysis of Coronado High School's SSA due to a lack of sufficient billing determinant data. The School District confirms that the cost-benefit to each school is comparatively similar.

47. Both SolarCity and the School District provided Staff with cost-benefit analyses of the Coronado High School SSA. These analyses differ from Staff's in that they are multi-year rather than single-year analyses.

- 48. The School District provided Staff with information from its cost-benefit analysis of the Coronado High School SSA. The information provided included an analysis of the costs and benefits that would occur at Coronado high School. The School District's analysis demonstrates savings beginning in the first year of operation of the solar facilities and continuing throughout a fifteen-year period.
- 49. Results of the School District's cost-benefit analyses for the Coronado High School SSA are included as Attachment E to the Staff memorandum.
- 50. Attachment F to the Staff memorandum contains results from a cost-benefit analysis performed by the SolarCity for the Coronado High School SSA.
- 51. Attachment G to the Staff memorandum contains a summary of the results of SolarCity's cost-benefit analysis for both Desert Mountain High School and Coronado High School. The summary indicates net savings for both schools.
- 52. In consideration of all of the information received by Staff in its analysis, Staff believes that a rate of \$0.11 per kWh is just and reasonable and should be approved by the Commission.

Fair Value Analysis

53. Staff also considered the fair value implications of this matter. Staff obtained information from SolarCity indicating that an estimated fair value for the assets to be used to serve the School District would be approximately \$8.4 million at the end of the first twelve months of operation. While Staff considered the fair value information submitted by SolarCity, this information should not be given substantial weight in this analysis. The rates contained in the SSA are heavily influenced by the availability of stimulus funds, other federal incentives, utility rebates, and certain market conditions. Staff believes that the proposed \$0.11 per kWh rate compares favorably to the rates the School District would otherwise pay and, under the circumstances presented herein, the proposed rate is just and reasonable.

C.

STAFF RECOMMENDATIONS

- 54. Staff has recommended approval of the proposed SSA rates as special contract rates between SolarCity and the School District for solar facilities at Coronado High School and Desert Mountain High School in order to provide a means for the School District and SolarCity to move forward with these projects.
- 55. Based on Staff's analysis, the School District would realize a cost-benefit at a price up to \$0.1424. The School District has determined, however, that its highest rate threshold is \$0.11 per kWh. This rate is also the price contained in both SSAs.
- 56. In consideration of all of the information received by Staff in its analysis, Staff believes that a rate of \$0.11 per kWh is just and reasonable and should be approved by the Commission.
- 57. Staff has recommended that the Commission's Order in this matter specify that approval of these rates as special contract rates does not prejudice any future consideration of whether SolarCity is acting as a public service corporation when it provides service pursuant to the SSAs at issue in this Docket.

CONCLUSIONS OF LAW

- 1. The Commission, having reviewed the Application and Staff's Memorandum dated August 14, 2009, concludes that it is in the public interest to extend preliminary relief to SolarCity and the Scottsdale Unified School District while determination of whether SolarCity is a public service corporation remains open pending future determination of that issue in Track 2 of this docket.
- 2. The Commission's findings in this Track 1 are made without prejudice to the Applicant's and other parties' positions or arguments to be presented in Track 2 of this Docket.
- 3. If the Applicant's request in Track 2 of these proceedings is granted, and it is ultimately determined that SolarCity is not acting as a Public Service Corporation when it enters into SSAs with schools, non-profits and governmental entities; then this Order will be void and of no further effect.

4. If the Applicant's request in Track 2 of these proceedings is denied, and it is ultimately determined that SolarCity is acting as a Public Service Corporation when it enters into SSAs with schools, non-profits and governmental entities; then the Commission's approval of the rates set forth in the Desert Mountain High School Solar Service Agreement and the Coronado High School Solar Service Agreement as special contract rates herein shall survive that determination.

ORDER

IT IS THEREFORE ORDERED that the rates proposed in the Solar Service Agreements between SolarCity and Scottsdale Unified School District for photovoltaic projects at Desert Mountain High School and Coronado High School be and hereby are approved as special contract rates as discussed herein.

IT IS FURTHER ORDERED that a rate of \$0.11 per kWh for the Desert Mountain High School Solar Service Agreement and the Coronado High School Solar Service Agreement be approved and that this rate may be adjusted upward to a maximum of \$0.1424 per kWh, pursuant to the Solar Service Agreement's rebate-variance provision.

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IT IS FURTHER ORDERED that Commission approval by this Order does not prejudice any party from asserting that SolarCity Corporation is not a public service corporation in the subsequent adjudication proceeding in Track 2.

IT IS FURTHER ORDERED that this Decision shall become effective immediately.

BY THE ORDER OF I	HE ARIZONA CORPORA	ATION COMMISSION
Terry		Jun
CHAIRMAN	ØOMI	MASSIONER
Raul Menny	21/1	1
COMMISSIONER	COMMISSIONER	COMMISSIONER
	Executive Director of the A have hereunto, set my har this Commission to be aff	OF, I, ERNEST G. JOHNSON, Arizona Corporation Commission, and and caused the official seal of ixed at the Capitol, in the City of, 2009.
1	ERNEST G. JOHNSON EXECUTIVE DIRECTOR	
DISSENT LAMBOUR S. F.	medical	
DISSENT:		
SMO:SPI:lhm\JFW		

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